

## Message Text

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67

ACTION EB-11

INFO OCT-01 EUR-25 ADP-00 CAB-09 CIAE-00 COME-00 DODE-00

INR-10 NSAE-00 RSC-01 FAA-00 SS-15 NSC-10 L-03 H-02

IO-13 RSR-01 /101 W

----- 066283

R 271716 Z JUN 73

FM AMEMBASSY BONN

TO USMISSION BERLIN

INFO SECSTATE WASHDC 5949

AMEMBASSY BELGRADE

AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY MOSCOW

USMISSION NATO BRUSSELS

C O N F I D E N T I A L BONN 09215

E. O. 11652; GDS

TAGS: ETRN, WB, YU

SUBJECT: JAT FLIGHTS TO WEST BERLIN

REF: A) BERLIN 1016; B) BERLIN 1084

1. THE EMBASSY CONTINUES TO BE OF THE VIEW THAT NO  
EFFORT SHOULD BE MADE AT THIS TIME TO OFFER LANDING  
RIGHTS TO JAT IN BERLIN:

( A ) RATHER THAN BEING AT A POINT OF STAGNATION IN OUR  
APPROACH TO BERLIN CIVIL AVIATION, WE ARE NOW AT THE  
BEGINNING OF A PERIOD OF CONSIDERABLE ACTIVITY, WHICH  
WILL NO DOUBT LEAD TO CHANGES IN THE PRESENT SITUATION.  
THE THREE POWERS WILL BE ENGAGED IN DELICATE DISCUSS-  
IONS WITH THE SOVIETS ON ENTRY OF LUFTHANSA INTO THE  
BCZ AND THE TWO GERMAN STATES WILL BE DISCUSSING A  
CIVIL AIR AGREEMENT WHICH WILL INCLUDE BERLIN. THE  
NEGOTIATING SITUATION WILL BE DIFFICULT TO CONTROL AND  
HARD BARGAINS ARE LIKELY TO BE STRUCK. WE DO NOT  
THINK IT IN OUR INTEREST TO INTRODUCE A FURTHER CHANGE  
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INTO THE SITUATION AT A TIME WHEN MUCH LARGER THINGS ARE AT STAKE. EXPERIENCE IN THE PAST TWO YEARS HAS SHOWN THAT A PIECE- MEAL APPROACH TO BERLIN AIR PROBLEMS WILL NOT WORK. IN THIS CASE, THERE IS SOME CHANCE THAT INTRODUCING JAT INTO THE PICTURE MIGHT EVEN BE HARMFUL.

(B) GIVEN THE ABOVE SITUATION, WE SEE NO POSSIBILITY OF THE GDR AGREEING TO GRANT OVERFLIGHT RIGHTS TO JAT UNTIL THE UPCOMING ROUND OF NEGOTIATIONS HAS BEEN COMPLETED. EVEN IF THE GDR WERE WILLING, WE DOUBT THAT THE SOVIETS WOULD AGREE TO SUCH A CONCESSION AT THIS TIME.

C. THERE IS NO AGREEMENT AMONG THE THREE POWERS THAT THE PROVISIONAL AUTHORIZATIONS GIVEN AUA OR SAS HAVE RUN OUT OR THAT THE PROCEDURES FOR EXPANDING INTERNATIONAL AIR SERVICE TO BERLIN AGREED IN THE BONN GROUP AIR STUDY ARE INVALID. ADDRESSEES WILL RECALL THAT THE ONE YEAR TRIAL PERIOD FOR AUA AND SAS WAS SCHEDULED TO BEGIN ONCE THEY COMMENCED SERVICE TO BERLIN AND NOT FROM THE DATE THAT LANDING RIGHTS WERE OFFERED. THUS, THE TWO AIRLINES ARE STILL IN POSSESSION OF AUTHORIZATION TO LAND IN WEST BERLIN IF OVERFLIGHT RIGHTS CAN BE OBTAINED. THE UK EMBASSY HERE HAS MADE CLEAR TO US SEVERAL TIMES THAT THEY CONSIDER THIS ARRANGEMENT AND THE OTHER UNDERSTANDINGS CONTAINED IN THE AIR STUDY AS BEING VALID AND THAT THEY ARE NOT IN FAVOR OF ANY CHANGES.

D. EVEN IF ALLIED APPROVAL COULD BE OBTAINED, OUR OFFER OF LANDING RIGHTS WOULD MOST CERTAINLY BECOME PUBLIC, LEADING TO PRESSURE FROM OTHER CARRIERS, MOST PROBABLY INCLUDING SEVERAL FROM NATO COUNTRIES, TO ASK FOR SIMILAR TREATMENT. IT WOULD BE HARD TO JUSTIFY TURNING THEM DOWN ONCE AUTHORIZATION HAD BEEN GIVEN TO JAT.

2. IN SUM, WE BELIEVE WE HAVE MUCH LARGER INTERESTS AT STAKE WHICH WOULD NOT BE ADVANCED BUT MIGHT BE DAMAGED BY ENTRY OF JAT INTO THE PICTURE.

HILLENBRAND  
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\*\*\* Current Handling Restrictions \*\*\* n/a

\*\*\* Current Classification \*\*\* CONFIDENTIAL

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**TAGS:** ETRN  
**To:** BELGRADE  
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